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UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of Guatemala
Support for a comprehensive population programme

Proposed UNFPA assistance:	$3.5 million, of which $2 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the balance of $1.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.
Estimated value of the Government's contribution:	To be determined
Duration:	Four years
Estimated starting date:	January 1994
Executing agencies:	Government of Guatemala United Nations and United Nations agencies and organizations National and international non-governmental organizations (NGOs)
Government coordinating agencies:	General Economic Planning Secretariat (SEGEPLAN) Ministry of Foreign Affairs

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Guatemala

Demographic facts

Population (000)	
Total	9,197
Males	4,647
Females	4,551
Sex ratio (/100 females)	102.1
Urban	3,628
Rural	5,569
Per cent urban	39.4
Population in year 2000 (000)	12,222
Functional age groups (%)	
Young child: 0-4	17.5
Child: 5-14	28.0
Youth: 15-24	19.5
Elderly: 60+	5.1
65+	3.2
Percentage of women aged 15-49	44.6
Median age (years)	17.1
Dependency ratios: total	94.6
(/100) Aged 0-14	88.4
Aged 65+	6.2
Agricultural population density (/hectare of arable land)	3.4
Population density (/sq. km.)	84

Average annual change (000)	
Population increase	285
Births	383
Deaths	76
Net migration	-22
Annual population total (% growth)	2.88
Urban	3.88
Rural	2.20
Crude birth rate (/1000)	38.7
Crude death rate (/1000)	7.7
Net migration rate (/1000)	-2.3
Total fertility rate (/woman)	5.36
Contraceptive prevalence rate (% 15-44)	23
Gross reprdouction rate (/woman)	2.61
Net reproduction rate (/woman)	2.31
Infant mortality rate (/1000)	48
Maternal mortality rate (/100,000)	76
Life expectancy at birth (years)	
Males	62.4
Females	67.3
Both sexes	64.8
GNP per capita (U.S. dollars, 1990)	..

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1992. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of Economic and Social Development of the United Nations, World Population Prospects: 1992. Figures for maternal mortality are for 1980-1990; figures for contraceptive prevalence rates are for currently married women aged 15-44. Both are from table 5 of World's Women: Trends and Statistics, 1970-1990, New York, United Nations, 1991 (ST/ESA/STAT/SER.K.8). Two dots (..) indicate that data are not available.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $3.5 million, of which $2 million would be programmed from UNFPA's regular resources, over a four-year period, starting January 1994, to cooperate with the Government of Guatemala in achieving its population and development objectives. UNFPA would seek to provide the balance of $1.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.

2. The proposed programme was formulated jointly by the Government and UNFPA. It is based on the social development priorities established in the Economic and Social Policy of the Government for the Period 1991-1996 and in the Action Plan for Social Development 1992-1996, 1997-2000 (PLADES). The programme also takes into account the recommendations of the Programme Review and Strategy Development (PRSD) mission to Guatemala of May-June 1992. The United Nations Development Programme (UNDP) and the United Nations Children's Fund (UNICEF) were consulted in the formulation of the proposed programme with a view to establishing areas of complementarity and collaboration between the programmes.

3. The programme would pursue three long-range objectives: (a) the development of a comprehensive population programme legitimated by a population policy and integrated into overall government activity; (b) the provision of full access to the necessary knowledge, information and services for the exercise of the principle of "responsible parenthood and the right of individuals to decide freely the number and spacing of their children", as stated in the Constitution; and (c) the important participation of women in all population activities.

4. All projects in the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14(d)); that respect for human life is basic to all human societies (para. 14(e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14(f)).

II. BACKGROUND

5. The population of Guatemala is estimated at 9.2 million, of whom 5.6 million, or 61 per cent, are rural. Average population density is 84 per square kilometre; population concentrations are highest in the mountainous centre of the country and progressively lower in the southern coast, the eastern region, and the tropical rain forest of the north. Estimates of the indigenous population, a majority of whom are engaged in agriculture, range from 43 to 55 per cent and more of the total population.

6. Demographic trends. Demographic indicators for Guatemala reveal a late demographic transition relative to that in most Latin American countries. Between 1950 and 1990, the crude death rate fell from 22 to 8 per 1,000, and the crude birth rate from 51 to 38 per 1,000. Total population increased from 3 million in 1950 to more than 9 million at present, and is projected to reach 12 million in the year 2000 and 21.7 million in 2025. As a consequence of population growth, population density in rural areas has increased; migration towards the southern coast and towards El Peten, the tropical forest region in the north, is growing; and deterioration of the environment is occurring in a number of areas.

7. Life expectancy increased from 42 years in 1950 to 62 years in 1990, and is expected to be 67 years in 2000. The percentage of population under age 15, 45 per cent at present, is slowly declining. Infant mortality fell from 140.5 per 1,000 live births in mid-century to 54 per 1,000 live births in 1990, with 40 per 1,000 live births estimated for the year 2000. The main causes of infant deaths are diarrhoea, respiratory infections, peri-natal diseases and undernourishment. Maternal mortality was estimated in 1989 at 248 per 100,000 live births. An estimated 70 per cent of maternal deaths occur in rural areas.

8. The total fertility rate fell from 7.0 to 5.4 children per woman between 1950 and 1990. This moderate decline conceals broad rural-urban and social differences; for example, the rates were 7.6 among the rural poor and 2.8 among the urban non-poor; 1.9 among university-educated women, 3.0 among the high-school educated, and 7.0 among illiterate women; 4.0 among economically active women and 7.0 among those outside the labour force. A 1987 study revealed that 47 per cent of women of child-bearing age and in marital union wanted no more children, an additional 27 per cent wanted to space pregnancies two or more years, and 70 per cent of those interviewed knew of at least one modern contraceptive method. Yet contraceptive prevalence was 23 per cent, with a range from 10 per cent among women without schooling to 60 per cent among those with at least a secondary education.

9. Economic and social situation. In 1990, gross domestic product per capita ($940 according to the Government's estimate) was 18 per cent lower than it was in 1980. External indebtedness had doubled and unemployment had tripled during the decade, by the end of which 76 per cent of households lived in poverty and 54 per cent in extreme poverty. The indigenous population was the most affected. In addition, reductions in public spending in the social sectors increased the deficits in services to poor rural and urban populations, and armed conflict caused population displacements, internally as well as towards neighbouring countries.

10. Illiteracy is 46 per cent among the poor and 21 per cent among the non-poor. However, 54 per cent of the rural poor are illiterate, compared with 10 per cent of the urban non-poor. It is estimated that approximately 60 per cent of illiterates are women; of these illiterate women, 72 per cent are indigenous and 25 per cent are non-indigenous.

11. The Ministry of Health and Social Welfare is the normative centre of the health system. Of the approximate half of the population covered by health services, the Ministry reaches 25 per cent; NGOs and the private sector, 48 per cent; the Guatemalan Social Security Institute (IGSS), 25 per cent; and the military, 2 per cent. Health services, which are primarily curative, are concentrated almost exclusively in urban areas. Of the five million people with no access to health services, three million are women of reproductive age and children. A total of 40 per cent of women deliver their first child before age 19. Only 20 per cent of all deliveries take place in health institutions.

12. Although fewer than 300 cases of AIDS have been documented, a programme of prevention has been developed, and initial contacts have been made to develop collaboration among the public, private and non-governmental organization (NGO) sectors.

13. Policy and institutional framework. The Government's economic and social strategies include macroeconomic adjustment and stabilization policies cushioned by social compensation measures that give priority to the most vulnerable groups, such as women and children, and to the poorer areas, i.e., rural and urban marginal areas. Although the corresponding overall plans and programmes do not explicitly consider population, the National Maternal and Child Health Plan 1992-1996 contains targets for reducing fertility, maternal mortality and abortion rates. The Constitution recognizes the principle of responsible parenthood and establishes the individual right to decide freely the number and spacing of one's children. There is also

heightened population awareness among a number of opinion leaders, including members of the Intersectoral Commission on Population Education, which was created as a result of discussions on population education initiated by the Ministry of Education. The commission, which involves a wide spectrum of sectors and opinions, has formally urged the Government to formulate a population policy.

14. In the absence of a population policy, there is no institutional centre for decision-making and coordination of population activities. The General Economic Planning Secretariat (SEGEPLAN) is responsible for the coordination of all external cooperation, including cooperation in the field of population. It has conducted population and development studies and formulated preliminary proposals for a population policy, although its Population and Employment Department has been reduced to one professional. Other institutions directly engaged in population activities are the National Statistical Institute (INE), the Ministry of Health and Social Welfare (MSPAS), the Guatemalan Social Security Institute (IGSS), the Ministry of Education and, to a lesser extent, the Ministry of Agriculture. In addition, a number of NGOs have active family planning and/or population education and information programmes. One university offers demography and population and environment programmes.

III. REVIEW OF UNFPA AND OTHER EXTERNAL COOPERATION TO DATE

15. The Governing Council approved the first country programme, for $5.3 million, during its twenty-seventh session in 1980, and the second programme, for $4 million for four years, during its thirty-fifth session in 1988. The second programme was extended by one year in view of the delayed start in its implementation and changes in the Government. It will end in 1993.

16. The implementation of the second programme was limited by several factors, such as the centralized public administration and the lack of definition of institutional responsibilities in the field of population; the scarcity of resources in this field; the perception that there are cultural and philosophic barriers to population activities and, as a consequence, lack of commitment to undertake them; delays in the fielding of project personnel; and the fact that the programme was more a collection of projects than a coherent programme.

Maternal and child health and family planning

17. The objectives of the second programme were to increase the coverage of MCH/FP services that had been supported through the first programme; to equip new dispensaries and hospitals for monitoring high-risk pregnancies; and to train supervisory health personnel and community health providers, especially midwives.

18. Despite the delay in starting activities, the objectives have been met. In addition to high-level training of supervisory personnel, MCH/FP training was incorporated into the curricula of nursing schools and of the school of medicine at the University of San Carlos. Operational research was undertaken and used in the development of the National Maternal and Child Health Plan 1992-1996, the National Maternal Mortality Reduction Programme and the Norms for MCH/FP Services. Moreover, the UNFPA-supported programme, which is in the MCH Department of the Ministry of Health and Social Welfare, collaborated with the Ministry's Reproductive Health Unit, which receives support from the United States Agency for International Development (USAID), and with the schools of medicine and nursing.

19. Performance has been limited by the lack of an integrated national plan with built-in coordinating mechanisms between the Ministry of Health and Social Welfare and the other providers of health services; the priority accorded to vertical programmes, such as immunization, which entails periodic commitment of

most resources to their activities to the detriment of such programmes as MCH; the rapid turnover of technical personnel; and the weakness of procedures for evaluating the training of primary health agents.

20. However, recent changes can be expected to facilitate implementation of the proposed programme. These changes include the priority and increased budget allocations accorded to social programmes; the emphasis PLADES places on the health of poor rural and urban women; and the formulation of the National Maternal and Child Health Plan. Furthermore, the reorganization of the Ministry of Health and Social Welfare is proceeding: the MCH Department and the Reproductive Health Unit are being integrated, and greater resources are being assigned to the consolidated unit. The Ministry also plans to contract with the private sector for the extension and improvement of coverage in municipalities that are currently underserved.

Information, education and communication

21. The programme has collaborated with the Ministry of Education on the inclusion of population education in primary education curricula, mainly through teacher training and materials development. Activities, which had been interrupted in 1986 by government decision, were reinitiated at the end of 1989 in the context of the curricular reform in progress since 1987, with the support of the Netherlands and UNDP.

22. The programme has succeeded in: training teachers and personnel of the Curricular Development System (SIMAC); producing materials; creating awareness through the press; producing radio programmes; and, most importantly, fostering consensus among opinion leaders. A formal intersectoral and inter-institutional consultation mechanism is now in place. Through such consultations, a number of sectors and institutions have expressed a commitment to including population education in their programmes, in some cases with emphasis on non-formal education to reach the poorest groups, and have recommended that the Government formulate a population policy through a similar process of consultation. At the same time, there remains some resistance to population education, particularly to specific areas of content.

Data collection and analysis

23. The programme is cooperating in the preparatory phase of the Population and Housing Census of 1993. It supported the undertaking of the Socio-demographic Survey of 1989 and the updating of vital statistics, and is supporting the development of an information system on displaced populations. The results of the survey are widely used, e.g., in the elaboration of national and regional poverty profiles and the definition of target populations. The information system on displaced populations is being used in the formulation of resettlement projects for those returning to the country.

24. Problems that remain are the shortage of technical personnel with the ability to analyse and interpret data, the limited capacity for disseminating data, and the centralized statistical system in which all processing and analysis is carried out at the central level. On the positive side, the information and awareness-creation activities relating to the preparation of the forthcoming population and housing census have been successful and could be replicated in disseminating and utilizing the census data that is collected. The local personnel who will be trained could become the nucleus of a decentralized statistical system.

Population policy formulation

25. UNFPA has cooperated with the Government in the inclusion of population aspects in development plans since 1976, first through creation of the Population and Employment Department of SEGEPLAN and later through population and employment activities during the period of the first two country programmes.

The second programme supported, until 1990, activities that contributed to the formulation of a population policy proposal. The proposal was discussed in a national seminar. However, in the 1980s, activities had been interrupted, work already produced had been shelved, and the Population and Employment Department had lost of most of its personnel.

26. At present, a new political opening is permitting such initiatives as the inter-institutional recommendation to formulate a population policy.

Women, population and development

27. The past programme supported the formulation of activities with reproductive health and family planning information and education components. It was intended that these activities would be in collaboration with an integrated project -- undertaken by the World Food Programme (WFP), the International Labour Organisation (ILO) and UNDP -- that supported small enterprises run by women. However, the additional funds required for UNFPA collaboration have not yet been obtained. Possibilities for similar collaboration with other programmes exist and require follow-up. The integration of women in the activities of all programme areas was not included as a programme objective.

Other external cooperation

28. UNDP is supporting the curricular reform programme of the Ministry of Education in cooperation with the Government of the Netherlands. It is also supporting the strengthening of the statistical system and the national population census with regular resources and through cost-sharing. Jointly with the WFP, and with ILO execution, it supports the development of small rural enterprises for women and, with the Government of Italy, the Sub-regional Development Programme for Displaced, Refugee and Repatriated Populations (PRODERE). UNDP has also established a project on human development designed to mobilize national and international resources for human development objectives in the Central American subregion.

29. UNICEF's integrated programme is based on the diagnosis of the situation of Guatemalan women and children that it elaborated and published in 1991. The programme focuses on reducing infant, child, and maternal mortality through support to basic health services, water, nutrition and sanitation programmes. UNICEF follows a strategy of advocacy for social mobilization in support of child survival and child development. UNICEF also supports women's programmes and education, with particular attention to the girl child. It has a strong communication infrastructure which it uses cooperatively with other programmes and organizations, such as UNFPA.

30. The United Nations High Commissioner for Refugees (UNHCR) has been engaged in the protection and resettlement of refugees and, in this context, in the development of skills and economic activities among refugee women.

31. The International Fund for Agricultural Development (IFAD) has begun a large agricultural development project, within which it is considering the inclusion of a health component, including maternal and child health.

32. The European Community (EC) and the Government of Italy have cooperated with the Child Survival Plan at the regional level, and the EC is commencing a national project for Guatemala to support MCH services in one priority geographic location. It would be willing to strengthen this project in the area of reproductive health and family planning in cooperation with an organization like UNFPA.

33. USAID is the largest external cooperation agency in population. It cooperates with the Government through the Ministries of Education, and Health and Social Welfare, and with NGOs and the private sector. USAID supports primary education improvement; a programme to prevent girls from dropping out of school; non-formal education activities, with an emphasis on activities for indigenous groups and women; child survival; and family planning programmes. Support to family planning is channelled through the Reproductive Health Unit of the Ministry of Health and Social Welfare; NGOs, such as the Pro Family Welfare Association (APROFAM), the Guatemalan Sex Education Association (AGES) and the Experiment in International Living; and the private sector, through IPROFASA, a pharmaceutical importer. USAID also cooperates with municipalities and communities to increase their participation in managing natural resources and protecting the environment.

IV. PROPOSED PROGRAMME 1994-1997

34. Guatemala does not have a population policy or a national population programme. The proposed UNFPA programme of cooperation is based on the development priorities of the Government stated in the Economic and Social Policy of the Government for the Period 1991-1996 and the Action Plan for Social Development 1992-1996, 1997-2000 (PLADES).

35. The conclusions and recommendations of the PRSD mission of May-June 1992 were considered in the formulation of the proposed programme. Special attention was given to cooperation and collaboration with other programmes and with other external cooperation agencies to maximize programme effectiveness.

36. The programme would pursue the following long-range objectives: (a) the development of a comprehensive population programme that has been legitimated by a population policy and integrated into overall government activity; (b) full access to the necessary knowledge, information and services for the exercise of the principle of "responsible parenthood and the right of individuals to decide freely the number and spacing of their children", established in the Constitution; and (c) important participation of women in all population activities.

37. The immediate objectives of the programme are to contribute, by the end of 1997, to the achievement of the following: (a) a national population policy; (b) a basic capacity to implement the policy, to monitor and evaluate its implementation, and to integrate population factors into development plans and programmes; (c) greater awareness at all levels of the right of individuals to decide freely the number and spacing of their children; (d) greater quantity and quality of reproductive health and family planning services; and (e) increased national awareness of women's roles and rights, and gender-sensitive population activities.

38. Guatemala is a country of great social and spatial heterogeneity and ethnic and linguistic diversity. As recommended by the PRSD mission, the programme strategies take this into account and are based on the following economic and social strategies of the Government: administrative decentralization; agreement and cooperation among the Government, community and non-governmental organizations and the private sector; and collaboration among national programmes, and between national and regional ones. By supporting these strategies, the programme would enhance national capacity at various levels to execute UNFPA-funded projects. It would also enhance the Government's coordination of external assistance for population.

39. The programme strategies are: (a) to support the process of formulating and legitimizing a population policy, including dialogue and target-setting in relation to economic and social objectives; (b) to target geographical areas and social groups selected according to specified criteria; (c) to expand and improve reproductive and family planning services, consolidating the system in areas already served and complementing

other programmes to extend services to new areas; (d) to involve the community in the design, implementation and evaluation of programme activities; (e) to strengthen IEC in support of programme activities; (f) to strengthen the dissemination, understanding and application of population information; (g) to involve women in all phases of programme activities and to consider gender explicitly throughout those activities; and (h) to maximize the efficacy of UNFPA-supported activities through collaboration and complementarity with other programmes.

Maternal and child health and family planning

40. The programme would support the attainment of the health objectives of the PLADES and the National Maternal and Child Health Plan, focusing on the reduction of maternal mortality. It would aim at: increasing understanding of maternal mortality and awareness of the principle of responsible parenthood and the right of individuals to decide on the number and spacing of their children; increasing the capacity of the health system to provide quality reproductive health and family planning services; and promoting change in the reproductive behaviour of both men and women.

41. To attain these objectives, the programme would subscribe to the integrated approach of the National Maternal and Child Plan, primarily complementing the activities and inputs of other programmes, to raise service coverage and quality in a decentralized manner; reinforce service provision with information and education appropriate to specific target groups, with active community participation; and would concentrate on specific areas and on groups identified according to criteria agreed upon with the Government. The proposed programme would collaborate with private service providers and would emphasize collaboration and complementarity with the activities of other external cooperation agencies, e.g., in MCH-related IEC with UNICEF; with the EC's MCH project in the eastern region; with USAID-supported activities, particularly those of the family planning unit of the Ministry of Health and Social Welfare and of APROFAM; and with the Nutrition Institute for Central America and Panama (INCAP) in operational research and health and nutrition training at the regional level.

42. The programme would support training in maternal and reproductive health and family planning, emphasizing its extension to the local level and its evaluation on the basis of the competence of those trained instead of on their numbers; capacity-building to foster the decentralization process; provision of equipment and drugs to health units, and contraceptives to complement available supplies; dissemination and application of norms; and operational studies aimed at adapting services to local needs and characteristics, thus contributing to the development of the diversified service models proposed by the Ministry of Health and Social Welfare.

43. The programme would include IEC activities to increase awareness; to increase decision makers' support for sectoral objectives; and to change the reproductive behaviour of men as well as women. It would also collaborate, in ways to be agreed upon with the Government and in close coordination with other agencies, in the activities that will be developed by the National Programme for AIDS Surveillance and Control.

44. UNFPA would provide a total amount of $1,825,000 for this sector, of which $825,000 would be sought from other sources, including multi-bilateral sources.

Information, education and communication

45. The proposed programme would seek to heighten awareness about population dynamics and its social and economic interrelationships, particularly among decision makers, opinion leaders and government officials; educate school-going youth in the values of responsible parenthood and family life and the equal worth of men and women; also educate those people who do not attend school, the majority of the population, in these values and promote changes in their reproductive behaviour. These objectives would be pursued in the framework of the educational reform started by the Ministry of Education, through SIMAC, in 1990; the Government's initiatives to educate the girl child, particularly the rural illiterate girl; and the request of many sectors and institutions for a population policy.

46. In line with government strategies, the programme would be based on the recognition of Guatemala's cultural and linguistic diversity as well as the dispersion of the population, and would seek to collaborate with NGOs and private organizations. It would support ongoing activities to integrate population education into school curricula and the strengthening of collaboration with UNDP in support of the curricular reform programme; continued intersectoral and inter-institutional consultation that will determine the objectives and content of population education; population IEC in formal and non-formal out-of-school programmes, with emphasis on the development of collaborative activities, particularly with UNICEF's advocacy activities for child survival, and with UNICEF and USAID in cooperating with government initiatives to promote the education of the girl child; and the sociocultural studies needed to design these activities.

47. The projects to be developed within the various programme areas would include an IEC component. On this basis, an integrated communication strategy would be developed to support the programme, along with the institutions that implement population projects, in the use of educational communication. The programme would be coordinated with those of other cooperation agencies and organizations, and would use the channels of other programmes, particularly those supported by UNICEF and other United Nations agencies.

48. UNFPA would provide a total of $740,000 for this sector, of which $300,000 would be sought from other sources, including multi-bilateral sources.

Data collection and analysis

49. UNFPA cooperation in the area of data collection and analysis aims at consolidating the information and analysis base for the elaboration of policies and programmes and the identification of target groups, and at promoting more and better use of available information.

50. The Government has accorded high priority to the 1993 census. The programme would, in close collaboration with UNDP's support for the census, strengthen the capacity for analysis, publication and dissemination of disaggregated census information; promote the use of the information for key operational studies to support the development and improvement of population projects and activities; and support IEC activities to develop knowledge and use of population information. Were the Government to consolidate a system of household surveys, the programme could support the elaboration of demographic modules.

51. The programme would cooperate with the organization that will take over the information system on displaced populations, to consolidate its management and analysis capacity.

52. UNFPA would provide a total of $240,000 for this sector, of which $120,000 would be sought from other sources, including multi-bilateral sources.

Population policy formulation and population dynamics

53. Taking into account the renewed awareness and the inter-institutional request that a population policy be formulated, the proposed programme would support the formulation and validation of the policy, including awareness creation and the development of a consensus. It would also support conceptualization of the components of the population policy -- such as a population distribution component through, inter alia, the creation of new economic growth poles -- and the development of programme instruments to implement those components, including target setting and monitoring and evaluation mechanisms. In addition, the programme would support the integration of population policy instruments into national and sectoral plans. As part of this process, certain activities would be aimed at elucidating the relationship between population dynamics and the environment. Within the framework that the Government may establish for external cooperation in these areas of policy development, the programme would seek collaboration and complementarity with other external agencies and organizations.

54. UNFPA would provide a total of $380,000 for these activities, of which $180,000 would be sought from other sources, including multi-bilateral sources.

Women, population and development

55. The proposed programme would incorporate gender concerns into all its activities. It would emphasize the direct participation of women and the training of women, and it would collaborate with broader programmes in support of women and families, particularly at the community level, and with private organizations and NGOs.

56. In collaboration with women's organizations and NGOs and with IEC programmes of other external cooperation agencies, particularly UNICEF, the proposed programme would support, through population IEC, gender awareness and training of planners, opinion leaders, health professionals and project personnel, the formulation of gender-sensitive policies and programmes; and information, education and service components on maternal and reproductive health and family planning within women's programmes and projects.

57. UNFPA would provide a total of $275,000 for this sector, of which $75,000 would be sought from other sources, including multi-bilateral sources.

Programme reserve

58. The amount of $40,000 has been set aside as a reserve to cover unforeseen activities that may be developed within the context of the proposed programme.

Programme coordination

59. Programme implementation would be coordinated by SEGEPLAN, with the collaboration of the Office of the UNFPA Representative in Guatemala. Collaboration and cooperation among UNFPA-supported projects would be strengthened through periodic meetings of their directors, facilitated by the UNFPA Field Office. UNFPA would collaborate with the Government in promoting coordination and integration of population activities by means of continued contact with other external cooperation organizations, especially members of the Joint Consultative Group on Policy (JCGP).

Programme monitoring, evaluation and management

60. UNFPA cooperation would be managed by the UNFPA Field Office in Guatemala in coordination with SEGEPLAN. The design of all programme activities would include monitoring and evaluation mechanisms. On the basis of agreement between the Government and UNFPA, independent evaluations would be part of all large or innovative projects. The UNFPA Country Director, together with the Government, would monitor programme implementation. A mid-term programme review would be undertaken at the end of 1995 or at the beginning of 1996. UNFPA would make full use of available and appropriate national technical assistance, complemented by the UNFPA Country Support Team in Santiago, Chile.

Financial summary

61. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $3.5 million over the four-year period 1994-1997, of which $2 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the balance of $1.5 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. The table below shows how the programme would accommodate these two levels of funding:

	UNFPA regular resources $	Other resources $	Total $
Maternal and child health and and family planning	1,000,000	825,000	1,825,000
Information, education and communication	440,000	300,000	740,000
Data collection and analysis	120,000	120,000	240,000
Population policy formulation and population dynamics	200,000	180,000	380,000
Women, population and development	200,000	75,000	275,000
Programme reserve	40,000	--	40,000
TOTAL	2,000,000	1,500,000	3,500,000

V. RECOMMENDATION

62. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Guatemala in the amount of $3.5 million for the four-year period 1994-1997;

(b) Authorize the Executive Director to programme, subject to the availability of funds, an amount of $2 million from UNFPA's regular resources, over the period 1994-1997;

(c) Further authorize the Executive Director to seek to provide the balance of $1.5 million of the approved programme from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources from any of the above sources become available;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Guatemala and with the executing agencies.